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PROGRESS MADE IN IMPLEMENTING THE TASKS ENTRUSTED TO THE UNITED NATIONS DEVELOPMENT SYSTEM BY THE BUENOS AIRES PLAN OF ACTION FOR PROMOTING AND IMPLEMENTING TECHNICAL COOPERATION AMONG DEVELOPING COUNTRIES

Report of the Administrator

SUMMARY

1. The present report is presented in accordance with the High-level Committee's decision 6/3, paragraph 18, and includes information on the progress made during the biennium 1989-1990 in implementing the tasks entrusted to the United Nations development system (UNDS) by the Buenos Aires Plan of Action for Promoting and Implementing Technical Cooperation among Developing Countries. The report summarizes the information provided by 21 organizations. Details of their activities will be found in the organizations' submissions in addenda 1 to 3 to the present report.

2. The reports received show that most organizations of the UNDS have carried out promotional and operational activities in support of TCDC during the past biennium. Numerous organizations report new and innovative approaches to TCDC. The use of developing countries' capacity by the organizations in their technical cooperation programmes generally continues to expand. As in past years, however, it remains difficult to quantify in financial terms the progress that has been achieved in comparison with earlier periods.

3. The Committee's attention is drawn to paragraphs 43 to 48, which contain the Administrator's conclusions and recommendations.

INTRODUCTION

4. In compliance with decision 6/3 of the High-level Committee requesting the Administrator to report at the seventh session on progress made in implementing the tasks entrusted to the United Nations development system (UNDS) by the Buenos Aires Plan of Action, 35 agencies and organizations of the UNDS were requested to provide information for the report in conformity with the revised reporting format agreed upon at the Third Meeting of TCDC Focal Points of the United Nations development system, held at Geneva on 5 and 6 June 1990 (see TCDC/7/6).

5. Replies were received from 22 organizations and bodies involved in TCDC activities. These are: Department of Technical Cooperation for Development (DTCD), Food and Agriculture Organization of the United Nations (FAO), International Labour Organisation (ILO), International Atomic Energy Agency (IAEA), International Civil Aviation Organization (ICAO), International Fund for Agricultural Development (IFAD), International Maritime Organization (IMO), International Telecommunication Union (ITU), United Nations Centre for Human Settlements (Habitat) (UNCHS), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Conference on Trade and Development (UNCTAD), United Nations Population Fund (UNFPA), United Nations Industrial Development Organization (UNIDO), Universal Postal Union (UPU), World Food Programme (WFP), World Health Organization (WHO), World Meteorological Organization (WMO), World Bank, Economic Commission for Africa (ECA), Economic Commission for Latin America and the Caribbean (ECLAC) and Economic and Social Commission for Asia and the Pacific (ESCAP). This report summarizes the information received. Details are contained in the individual reports submitted by the organizations, issued as addenda 1 to 3 to the present report.

I. SUPPORT TO PROMOTIONAL AND OPERATIONAL TCDC ACTIVITIES

6. The reports show that organizations of the UNDS have carried out numerous promotional and operational activities in support of TCDC during the past biennium. These include ongoing activities launched earlier as well as some new initiatives.

7. It continues to be difficult to assess this support in quantitative terms as measured by the number of activities undertaken and volume of resources provided by the organizations. Of the 22 reports received as of 4 March, 7 have provided the requested statistical data in the prescribed format: DTCD, ECLAC, ESCAP, FAO, IMO, UNIDO and several units of UNDP. A few others have provided some general figures without a detailed breakdown. The difficulties indicated by organizations in providing statistical and financial data continue to be essentially the same as those cited in earlier periods. Since they are often included as integral components of other technical cooperation projects, difficulties in identifying and costing TCDC modalities are mentioned. A special difficulty cited is in drawing the line between "TCDC"

and some types of regional and interregional projects whose objective is precisely to promote exchanges of skills and experiences among developing countries. UNCTAD has drawn attention to this problem. Also reported difficulties are in drawing a clear line between promotional and operational TCDC in some cases; and reporting is still hampered by a lack of statistical procedures for continuous tracking of expenditures on those TCDC activities that have been clearly identified. Finally, almost all organizations of the UNDS operate on a calendar-year basis, and do not have final data on a given year's activities until late March of the following year, which does not fit well with the timing of the High-level Committee's sessions, and the related deadline for information needed for the preparation of the Administrator's biennial report.

8. Table 1 below summarizes the statistical data that have been provided by organizations for this report.

Table 1

Support of the organizations of the United Nations development system to TCDC by source of funds

1 January 1989-31 December 1990

	A. Promotional activities (in thousands of dollars)					B. Support to operational activities (in thousands of dollars)							
	Source of funding					Source of funding							
Org.	Reg. prog.	UNDP	FIT a/ and others	Part. count.	Total	Reg. prog.	UNDP	FIT b/ and others	Part. count.	Total	Total UNDP	Grand totals 1989-1990	1987-1988
FAO	3 843 b/	15 213	24 798	-	43 854	4 171 b/	617	33	-	4 821	15 830	48 675 g/	45 143
UNIDO	5 338 c/	12 888	-	-	18 226	170 c/	-	-	-	170	12 888	18 396 g/	-
ESCAP	-	24 398	14 052	290	38 740	-	-	303	-	303	24 398	39 043 g/	9 093
ECLAC	130	3 077	1 270	29	4 506	557	368	1 132	-	2 057	3 445	6 563 g/	5 736
DTCD	4 900	-	358	-	5 258	200	-	-	-	200	-	5 458	-
UNESCO	-	-	-	-	-	-	-	-	-	-	-	1 084 h/	-
IMO	-	593	-	-	-	-	-	-	-	-	593	593 g/	1 766
ITU	-	-	-	-	-	-	-	-	-	-	-	37 h/	70
UNDP	-	-	-	-	-	-	-	-	-	-	104 426 f/	104 426 f/	104 881
TOTALS											161 580 f/	224 275 d/	166 689 e/

a/ Funds in trust and other external donors.

b/ Includes both regular programme and technical cooperation programme (TCP).

c/ Includes both regular programme and Industrial Development Fund.

d/ Total for nine organizations.

e/ Total for five organizations only.

f/ UNDP direct expenditures amount to $104.4 million for umbrella and government-executed TCDC projects (in addition to $57.2 million of UNDP funds used by other organizations). This amount also includes interregional and global IPF funds, and SPR funds, as having been spent on TCDC activities. See addendum 3 for details or use of UNDP resources.

g/ Includes UNDP funds.

h/ Unspecified, therefore not included under promotional or operational.

/...

9. The above data need to be interpreted with caution. A number of organizations have advised that they are probably incomplete and may contain inaccuracies for the reasons mentioned above. Similar shortcomings were apparent in the data presented at the sixth session, against which the current data need to be compared to assess progress. Nevertheless, the above figures are the only estimates available. The following points emerge from this data.

10. The total value of TCDC activities reported by the nine organizations listed in table 1 is $224.3 million for the biennium 1989-1990. There are comparable data for six organizations for the two bienniums; the total is $199.3 million for the 1989-1990 biennium compared with $166.7 million reported by these six for the 1987-1988 biennium. The large difference is accounted for mainly by UNDP and ESCAP. As noted by ESCAP, this raises the question as to whether its 1987/88 report was possibly understated.

11. The value of TCDC activities reported by FAO during the 1989-1990 biennium has increased by $3.5 million, or by some 8 per cent as compared with the previous biennium. The entire increase is stated to be due to an expansion of promotional activities, with the support for operational activities declining slightly in absolute dollar amounts. ECLAC reports an increase in support for TCDC by just under $1 million, with the entire net gain accounted for by an increase in operational activities, accompanied by a significant decrease in promotional activities - the reverse of FAO's situation. The data provided by ESCAP show a dramatic increase in TCDC support, amounting to $30 million, all but $100,000 of which is accounted for by a growth in promotional activities. IMO and ITU data show a decrease in the value of TCDC activities by nearly two thirds in the case of the former, and a decrease of about 40 per cent for the latter.

Sources of finance

12. For the organizations that have provided information on this subject (table 1) UNDP has been the principal source of funds for their TCDC activities, accounting for $57.2 million or about 50 per cent of the total expended by the eight organizations. Funds in trust and other external sources provided approximately $29 million or 25 per cent. Organizations themselves provided slightly more than $14 million (about 13 per cent) from their regular funds and special programmes such as FAO's Technical Cooperation Programme and UNIDO's Industrial Development Fund. Development banks and recipient countries' own trust funds account for the remaining 12 per cent.

13. Of the total amount of UNDP resources used by organizations for TCDC, more than 75 per cent is reported as coming from regional IPFs, continuing a pattern noted by members of the High-level Committee at its sixth session. Only UNIDO reported country IPFs as the main (indeed only) source of UNDP support for TCDC activities implemented by UNIDO. ECLAC has drawn attention to its increased use of extrabudgetary resources for TCDC.

Types of TCDC activities supported

14. Of the total value of TCDC activities reported by organizations other than UNDP ($120 million), $107.5 million or 90 per cent was allocated to promotional activities, and 7 per cent to catalytic support to operational TCDC. Within the category of promotional activities, the breakdown by sub-category is shown in table 2. The order of importance for the organizations collectively that have provided detailed information is as follows: (a) networking activities (27 per cent); (b) meetings, seminars and workshops (25 per cent); (c) institution-strengthening (19.5 per cent); (d) training (17 per cent); (e) information systems (8.4 per cent); and (f) feasibility studies (0.7 per cent). Other unspecified activities claimed 0.9 per cent of the total. Of the total amount of $19.8 million allocated to training, only a very small amount ($249,000) is reported for training in TCDC as such.

15. With regard to the amount reported to have been allocated to catalytic support for operational activities, the data are too fragmentary for a meaningful breakdown by category of activity, but it would appear that provision of experts to help countries develop operational activities has predominated, followed by fellowships.

Table 2

UNDS support to TCDC by category of promotional activity

(in thousands of dollars)

Organization	Networking	Seminars workshops meetings	Institution-strengthening	Training	Information systems	Feasibility	Other
FAO	16 626	2 071	3 301	14 772	6 800	126	80
UNIDO	362	1 705	12 888	807	466	123	
ESCAP	10 500	21 457	1 123	3 403	1 014	452	791
ECLAC	595	165	2 386		369	131	
IMO			13				80
DTCD	1 038	2 015	578	857	412	-	-
TOTALS	29 121	27 413	20 289	19 839	9 061	832	951

/...

Differences among agencies

16. A striking feature that emerges from table 1 above is the very different priorities that UNDS organizations appear to assign to different types of promotional activities. UNIDO reports that 79 per cent of its allocations have been for institution-strengthening activities. ECLAC also reports concentrating primarily on institution-strengthening efforts. ECLAC has also drawn attention to its growing involvement in TCDC coordination activities in the region. ESCAP indicated concentration of its TCDC promotional efforts (55 per cent) on the support of meetings, seminars, workshops and study tours. The major share of FAO's expenditures is reported to have involved networking and training activities which have claimed 38 per cent and 34 per cent respectively. The agency notes, in this context, that a networking activity may be reported in different ways - e.g., as training, networking, workshops, etc. - depending on the particular stage of the network's development, and taking account of its particular purpose or activity. Fully developed networks requiring only continued minor support are classified as operational activities.

17. As indicated above, the foregoing analysis applies to those organizations which have provided detailed breakdowns regarding their financial support for TCDC. The pattern of activities and relative priorities for the remaining organizations that have provided information is less clear. General descriptions, however, are presented in the individual reports submitted by the organizations and issued as addenda 1 to 3 to the present report. These general descriptions seem to indicate the following.

18. "Networking" in one form or another figures prominently in the organizations' efforts to promote TCDC. The term is a rather elastic one and includes various types of cooperative arrangements between and among formally established institutions, development programmes, Governments themselves and other types of entities. Cooperation may take the form of formal intergovernmental agreements, exchange programmes among research, training or other institutions, and less formal working arrangements. The common theme running through all networking operations is the goal of establishing some degree of stable multilateral longer-term linkages among the participating parties for a specifically stated goal, as distinguished from a short-term technical cooperation activity among two or more developing countries.

19. Against this background, DTCD, IAEA, ICAO, IFAD, ILO, UNCTAD. UNESCO, UNFPA, all report that networking within their fields of competence has received important emphasis during the biennium and that further progress has been achieved in building up the networks. Some details on the specific networks that are being developed, and their particular purposes and features are contained in the organizations' individual reports. Many of the networking activities place heavy emphasis on seminars, workshops and study tours as a means both of building up the network, and for achieving its purposes (exchange of information and experience, sharing of technical expertise, institution-strengthening, etc.) as the network becomes operational. The networking concept accordingly overlaps with other TCDC

categories listed in the reporting format, as FAO has noted. Strictly speaking, networking should be viewed as a primary instrument used by organizations for achieving a variety of TCDC objectives, such as exchange of information and experience; sharing of technical expertise; improved training; and through all of these, institution-strengthening. All are closely intertwined, which goes some way to explain the difficulties in reporting by the organizations.

20. Some organizations, including several of those mentioned in the foregoing paragraphs, mention other more limited forms of TCDC promotional activities, usually focused on human resources development and institution-strengthening. The most commonly mentioned activities of this type include workshops, seminars and study tours. WHO has underlined its role as an international coordinating agency and clearing-house for technical information, ensuring timely and appropriate exchanges of information among developing countries interested in the possibility of technical cooperation among themselves. WHO also states that it assists countries in obtaining external financial support for intercountry programmes and activities of a TCDC nature.

21. UNIDO reports that it continues to place emphasis on solidarity meetings as a means of promoting TCDC/ECDC, along with seminars, workshops and expert groups on various sectors aimed at promoting industrial cooperation, joint ventures. As noted in the report on implementation of the recommendations of the Joint Inspection Unit, 1/ UNIDO does not make a sharp distinction between TCDC and ECDC but treats them largely as a single joint entity.

22. ECA reports a significant expansion of its TCDC promotional activities in Africa, although it was unable to provide quantitative data. The framework for these activities has been the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD). Special emphasis has been placed on use of ECA's Multinational Programming Operational Centres (MULPOCs) as a means for promoting and strengthening subregional integration groupings. Strengthening of countries' TCDC focal points has also been a priority area.

II. INNOVATIVE APPROACHES TO TCDC

23. As an annex to their reports, organizations were invited to provide information on any new and innovative approaches to TCDC that they may have developed during the biennium. Eight organizations responded to this question. In a number of cases the replies included a description of new initiatives (using traditional approaches) in addition to innovative approaches to TCDC. Some of the more striking examples of the latter are the following.

24. FAO reports a new approach to network building, involving a shift from its traditional "deductive" approach to an "inductive" approach, which has been applied initially in developing a new Technical Cooperation Network on Plant Biotechnology in Latin America. Until now the approaches followed in

developing FAO-sponsored networks in Latin America and the Caribbean has involved the following sequence of steps: (a) identification of priority needs and problems; (b) selection of a regional subject of common interest; (c) identification of qualified institutions to participate; (d) launching of the network through a group event. Establishment of the new Plant Biotechnology Network followed a reverse pattern. First, the regional capacity for plant biotechnology was established by a detailed survey. Following this assessment of potentialities, the network was constituted. Finally, the network offers institutions, scientists and experts participating in the TCDC activities enough space to determine needs and priority problems.

25. IFAD reports that it has adopted a new approach to collaboration in agricultural research, based on the transfer to national programmes of some of the research and training (R and T) activities which have traditionally been the responsibility of the international centres. A specific initiative in this direction involves the decentralization of some R and T activities from CIMMYT (International Maize and Wheat Improvement Centre) in Mexico to the National Agricultural Technology Institute, Argentina.

26. ILO reports that the International Management Development Network (INTERMAN) sponsored by the organization with initial UNDP/DGIP (Division for Global and Interregional Programmes) support, and now comprising 72 member countries around the world, was assisted in 1989 to become an autonomous international association linked to ILO. A primary objective is the creation and strengthening of regional networks as a key mechanism for fostering TCDC in the future.

27. UNCHS reports developing a new strategy for on-the-job learning/teaching and information exchange focused on senior and intermediate-level staff responsible for human settlements, based on staff exchanges among ongoing urban management programmes. Approximately 100 staff from various countries of Asia are participating.

28. UNESCO reports that several of the networks sponsored by the organization have developed new approaches which have improved coordination arrangements among members and are facilitating planning and monitoring of activities at the country level.

29. UNFPA has taken steps to increase the use of umbrella funds (up to $50,000) at the disposal of Country Directors in support of TCDC programming, appraisal and monitoring; and has given Directors decentralized authority up to $500,000 to approve new projects with strong TCDC components and incorporate such components in ongoing projects.

30. UNIDO reports initiating special trust fund arrangements with some developing countries as a mechanism through which cooperative projects can be identified.

31. WHO's medium-term programme on TCDC for Health for All for the period 1984-1989 is reported by the organization to be the first programme of this kind adopted by countries in support of Health for All strategies. A primary objective of the programme is to develop critical masses of Health for All leaders in developing countries, through the organization of international, regional and national colloquia supplemented by a resource and support network. More than 250 individuals in leadership positions from about 45 countries have thus far participated.

32. DTCD has advised that an international training workshop on disability statistics, held in Malta in 1989 and attended by 29 developing countries was the first event of this kind to address the lack of a standard survey handbook for data collection and analysis of disability. Follow-up has included continued correspondence and exchange of materials among participants, coupled with continuing communication with DTCD. A follow-up workshop is planned in 1991 in collaboration with UNESCO, adding an inter-agency dimension. Another TCDC initiative has involved placement of 130 junior statisticians from about 50 institutions of other countries for on-the-job training.

33. UNV reports that it is placing new emphasis on intercountry exchanges among non-governmental and other local grass-roots organizations, while developing mechanisms for local management of these exchanges.

III. MEASURES TAKEN OR PLANNED BY ORGANIZATIONS TO STRENGTHEN THEIR SUPPORTING ROLE IN PROMOTING TCDC

34. Ten agencies and organizations have reported taking additional measures during the biennium to strengthen their capacity to promote TCDC. The most commonly reported measure has been an expansion in the number of publications dealing with TCDC and directed to the agencies' own staff as well as member countries. These publications include periodic bulletins and newsletters (ECLAC and FAO), a Handbook on TCDC currently under preparation by FAO; and TCDC manuals and directories intended to inform developing countries regarding possibilities for mutual cooperation and exchange (ECA, ECLAC, FAO, WMO, UNCHS, UNESCO and UNIDO).

35. Other reported measures include expanded briefings for agency staff on TCDC concepts and issues (FAO) and the organization of coordination meetings (ECA, ECLAC). IAEA reports that it has expanded its exploration of TCDC possibilities among member States. UNFPA reports establishing an internal task force of representatives of its functioning branches and divisions to promote the implementation of the Buenos Aires Plan of Action through the fund. One organization (ITU) has stated that it plans to strengthen its present TCDC focal point. UNIDO reports that a new regulatory framework for ECDC and TCDC components of the UNIDO programme has been drafted and will be submitted to the Industrial Development Board for examination and approval.

36. Several agencies have reported establishing closer collaboration with UNDP's Special Unit for TCDC as a way of enhancing their supportive capacity. These are UNCTAD, for the purpose of clarifying TCDC concepts and promoting better understanding of TCDC modalities; UNIDO, which has acquired a copy of the INRES-South referral system and signed an agreement under which UNIDO will examine, upgrade and extend its industrial TCDC capacities in the form of training and research; and DTCD and UNCTAD, which are cooperating in TCDC programming exercises organized by the Special Unit.

IV. USE OF DEVELOPING COUNTRIES' CAPACITIES

37. Ten organizations have provided information, in most cases supported by some statistical data, on their utilization of the capacities of developing countries. This compares with the total of 16 organizations that provided information for the Administrator's report at the sixth session of the High-level Committee. All these organizations have reiterated their commitment as a matter of principle to make maximum use of developing countries' capacities.

38. The figures provided by organizations for the present report are summarized in tables 3 and 4. The data provided at the sixth session have been included in table 4 for purposes of comparison, and to give some indication as to whether use of countries' capacities has increased or decreased since the last reporting period. However, comparative data are available for a relatively few organizations. In the case of table 3 (fellowships and experts), there is insufficient information to make a meaningful comparison between the two periods. While the quantitative data have scope for improvement, it does appear that organizations generally are making serious efforts to utilize the capacities of developing countries and that some progress has been made. Some of the highlights are as follows.

39. With regard to the placement of fellows, DTCD advises that the number placed in developing country institutions has been rising steadily in percentage terms, from 41 per cent in 1987 to 63 per cent in 1990 (on the basis of preliminary data). The percentage reported by IAEA is also 63 per cent, up sharply from 17 per cent reported for the previous period. UNESCO reports a placement rate of 75 per cent compared with 53 per cent for the 1987-1988 biennium. ECLAC reports that it now implements all the fellowships it provides at institutions of developing countries. Other organizations have reported more modest gains as indicated in table 3.

40. With regard to the use of developing-country technical skills, nearly all organizations report that at least one third of the experts and consultants recruited by them are from developing countries. For five organizations that have provided data, the percentage is close to two thirds or higher. FAO and UNCTAD report significant increases over the past two years. UNV reports that 87 per cent of its volunteers are recruited in developing countries.

Table 3

Utilization of capacities of developing countries' experts recruited from and fellowships implemented in developing countries

(Period: January 1989-December 1990)

	Experts/consultants		Percentage of total		Fellowships		Percentage of total	
	No./WM	$	No./WM	$	No./WM	$	No./WM	$
FAO	1 043 a/	-	54	-	990 a/	-	44.5	
UNESCO c/	790 b/	-	66	-	2 027 b/	-	74	
DTCD	810 b/	-	33.5	-	4 856 b/	-	58	
UNIDO	6 018 a/	-	47	-	1 500 a/	7 800	26.5	26.5
UNCTAD d/	18 b/	-	66	-		-		
UNCHS d/	324 b/	-	61	-		-		
ECLAC c/	3 840 a/	-	93	-	1 218 a/	1 111	100	100
IMO		130	18	12		662	28	21

a/ Work-months (WM) not number.

b/ Number (No.) not wm.

c/ Data for 1989 only.

d/ Data for 1990 only.

Table 4

Utilization of the capacities of developing countries' equipment purchased from and contracts awarded to

Periods: (A) January 1989-December 1990*
(B) November 1986-October 1987 a/

(in thousands of United States dollars)

Organization and period		Equipment $	Percentage of total	Subcontracts No.	Subcontracts $	Percentage of total No.	Percentage of total $
FAO	(A)	15 158	15				
	(B)	8 922	14		4 148		27
UNESCO	(A)	2 200	30		1 033		70
b/	(B)	1 572	24	85	1 865	89	86
ECLAC	(A)	255	20	60	691	94	73
b/	(B)	842	49	70	1 241	93	85
UNCHS	(A)		60				60
c/	(B)	5 062	64	66	3 321	58	47
DTCD	(A)	25 248	31.2		4 730		37.3
d/							
UNIDO	(A)	15 600	18.8	144	7 800	37	20
d/							
IMO	(A)	215	8	1	5 000	6	4.5
d/							

* Only the organizations listed herein have provided data for 1989-1990.

a/ Data for 1986-1987 are taken from the Administrator's report to the High-level Committee at its sixth session (TCDC/6/2/Corr.2, 7 September 1989).

b/ Data for 1989 only.

c/ Data for 1990 only.

d/ No data available for the 1986-1987 period.

41. Less progress appears to have been achieved in the purchase of equipment and placing of contracts in developing countries, but the figures available are too fragmentary to draw firm conclusions. The smaller technical agencies continue to report that the types of sophisticated equipment purchased by them are often not manufactured by developing countries, or that recipient countries consider developed country equipment to be of higher proven quality.

42. The World Bank reports that in fiscal year 1990 (1 July 1989-30 June 1990) the Bank disbursed a total of $9.719 billion for equipment, civil works, consultants and others, of which $2.799 billion or 28.8 per cent was for purchases from developing countries. The breakdown of the latter disbursement was as follows: procurement of equipment $732 million; civil works $235 million; consultants $77 million; all other goods $1.753 billion. In FY 1989 the Bank made 7,108 appointments of individual consultants. These appointments involved about 250,000 paid days, of which 36.25 per cent were for consultants from developing countries.

V. CONCLUSIONS AND RECOMMENDATIONS OF THE ADMINISTRATOR

43. It is clear from the reports submitted by organizations of the UNDS that they continue to attach major importance to TCDC as a means of fostering the development of individual and collective self-reliance of developing countries. The available data show that the system's efforts are concentrated heavily on promotional activities. The reports show that initiatives launched in earlier years, particularly in the area of networking, continue to be followed up and expanded; and significant new initiatives of a promotional nature have been launched by most organizations.

44. As in earlier periods, it remains difficult to measure UNDS support for TCDC in quantitative financial terms or to determine whether support in the past biennium has increased or decreased (in comparison with the previous biennium). Statistical difficulties with which UNDS organizations continue to grapple have been mentioned in paragraph 7 above. In spite of the problems involved, it is clearly necessary that the High-level Committee and the organizations themselves have some quantitative measure against which progress from period to period can be assessed, and organizations need, therefore, to continue their efforts to improve their statistical procedures for tracking and reporting on their financial support for TCDC. The statistical report format also needs to be reviewed at the next meeting of TCDC focal points of the UNDS to determine how it may be better adapted to and incorporated into the organizations' reporting procedures.

45. Among the promotional activities supported by UNDS organizations, various forms of networking have received the greatest emphasis (see paras. 18 and 19 above). The Administrator considers this to be a step forward provided that these networks are indeed developing into self-reliant entities progressively managed and supported by developing countries themselves. To the extent that this is happening, the networks represent an evolving institutional framework that is helping to place TCDC on an organized and sustainable basis. Such a

framework is needed if TCDC is to move beyond a collection of diversified, short-term projects negotiated on an ad hoc basis by individual countries. On the other hand, if the networks remain creations of UNDS organizations permanently dependent on large infusions of external assistance, they scarcely qualify as TCDC enterprises in the true sense. Organizations will need to provide more information in future reports on the real situation of the networks reported by them.

46. Some confusion and misunderstandings still exist among organizations as to precisely what activities qualify as TCDC and which do not. The ambiguity appears to be most important in relation to intercountry (regional and interregional) projects. As noted above, one organization has raised the question why such intercountry projects should not be classified as TCDC if their main objective is to foster cooperation among participating countries and if implementation in fact involves such cooperation. The answer might be that they would so qualify, if external contributors are supplementary rather than principal financial partners, with participating developing countries providing the major share of the resources needed, either in kind or in cash. (See the elucidation of the definition of TCDC, 2/ as well as JIU recommendation 2). 3/

47. This is a question of more than academic interest, since it has a direct bearing on the High-level Committee's assessment of UNDS support for TCDC and how it is evolving. In view of the fact that out of the $224.3 million reported by nine organizations in support of TCDC during the past biennium, approximately 72 per cent has been provided by UNDP, with the overwhelming share of this amount coming from UNDP regional IPFs, the question arises as to whether agencies are reporting as "TCDC" the full UNDP contribution to regional projects which they are executing, or only the UNDP contribution to TCDC components of projects which are principally financed from government contributions. Since no estimates have been provided of the actual cost of the projects' TCDC components that are financed or managed by Governments themselves, it is difficult to conclude to what extent externally funded regional activities are truly TCDC activities. With respect to this problem the Administrator invites the attention of the Committee to the recommendation contained in his report at its sixth session, namely that TCDC activities that may form part of a project be clearly identified, at the time the project is approved, both in the narrative and in the budget of the project document.

48. A number of other issues that have a bearing on the conceptualization, financing and assessment of TCDC, and UNDS promotional and operational support of TCDC activities, have been raised in other reports being submitted to the Committee at its present session, notably the reports on the views of UNDS organizations on the report of the Group of Governmental Experts 4/ and on the implementation of the recommendation of the JIU. 5/ The Administrator recommends that all the issues and recommendations raised in these various documents be looked at together by the High-level Committee to take stock of the situation 12 years after the adoption of the Buenos Aires Plan of Action and its endorsement by the General Assembly. There can be no question that the Plan of Action continues to remain valid, and it is clear that UNDS

accepts it as its framework and basic mandate for the support of TCDC. At the same time, much experience has been gained over the past decade which has already led to a number of useful refinements in the theory and practice of TCDC. The Administrator considers that a comprehensive review of this experience, focused on policy, mechanisms and operational issues would appear to be timely on the threshold of the 1990s, when the situation of developing countries is different in many respects from 1980, and could contribute to the formulation of an integrated strategy for the promotion and support of TCDC in UNDP's fifth programming cycle, and in all other programmes of technical cooperation of the organizations of the UNDS.

Notes

1/ TCDC/7/7.

2/ DP/1990/77.

3/ See TCDC/7/7.

4/ TCDC/7/10.

5/ TCDC/7/7.